



DATE: July 28, 2006
TO: Planning Commission
SUBJECT: General Plan 2020 (District: All)

SUMMARY

General Plan 2020 is a comprehensive update of the San Diego County General Plan, establishing future growth and development patterns for the unincorporated areas of the County. The purpose of this hearing is to review proposed General Plan revisions for Circulation Element roads and proposed modifications to the June 2005 Draft Land Use Map.

Acceptance of the revisions to the existing Circulation Element road network will complete regional mapping efforts for General Plan 2020 and will allow work to proceed on the remaining phases of the project, including the regional elements (Land Use, Housing, Circulation, Conservation, Parks and Open Space, Safety, and Noise), Community/Subregional plans, and the Draft Environmental Impact Report. All products submitted for review during this hearing are subject to further refinements and to future review by the Board of Supervisors as part of a complete package of General Plan 2020 products.

RECOMMENDATIONS

Department of Planning and Land Use

1. Accept the proposed August 2006 Circulation Element map.
2. Accept proposed August 2006 revisions to the Circulation Element framework, which will be incorporated into the Public Road Standards.
3. Accept proposed Mapping Criteria as the basis for road network planning decisions.
4. Accept the proposed August 2006 Draft Land Use Map, which contains land use modifications needed to balance land use with circulation.
5. Direct staff to create a draft policy to retain right-of-way for new roads or upgraded roads in the Proposed CE Network. This policy would limit new construction within a proposed right-of-way but would not require the County to purchase right-of-way nor developers to construct new roads prior to project approval.

FISCAL AND BUSINESS IMPACTS

Updating the CE road network in the General Plan, along with the related CE framework, will assist the business community by ensuring that sufficient, safe and appropriately located circulation routes are available for residential, commercial, and industrial development as well as related public services. The CE road classification will affect the right-of-way (ROW) and development requirements for property owners located along CE roads.

ADVISORY BOARD STATEMENT

All adopted positions of the Steering Committee, and Community Planning or Sponsor Groups are integrated into the relevant sections of this report.

BACKGROUND:

PROJECT PURPOSE AND HISTORY

General Plan 2020 (GP2020) is a comprehensive update of the San Diego County General Plan, establishing future growth and development policies for the unincorporated areas of the County. The plan update, which includes comprehensive revisions of all eight elements (Land Use, Circulation, Housing, Conservation, Open Space, Safety, Noise, and Public Facilities), is intended to balance projected population growth with housing, employment, infrastructure, and resource protection needs. Once adopted, the General Plan will establish the amount, intensity, and location of future development. It will also identify the classification and location of the road infrastructure needed to support future development, as well as contain other policies that govern physical development within the unincorporated County.

RECENT GP2020 HEARINGS

On June 25, 2003 (1), the Board of Supervisors voted unanimously to accept the direction of GP2020, and to accept its Planning Concepts, Land Use Framework, Draft Goals and Policies, Statements of Legislative Intent, and regional maps (December 2002 Working Copy Structure map and December 2002 Working Copy Land Use Distribution map) for continued refinement and progress. In addition, the Board directed staff to evaluate a list of residential property referrals, and to return to the Board within 90 days with staff recommendations on property referrals – along with recommendations from the Planning Commission, Community Planning and Sponsor Groups, and affected property owners.

On September 24 (1) and October 1, 2003 (4), the Board of Supervisors reviewed the August 2003 Working Copy Land Use Distribution map and staff recommendations on residential property referrals¹. The Board directed staff to return with groundwater and traffic impact analysis for eight land use scenarios.

On May 19 and June 16, 2004 (1), the Board of Supervisors voted to accept the direction of GP2020, accept the Residential Baseline Map, and create the Board Alternative Map for the purposes of the environmental impact analysis.

On May 11, 2005 (1) and May 18, 2005 (19), the Board of Supervisors voted to accept the direction of GP2020, accept the Draft Land Use Map with amendments, and amend the Board Map with alternative commercial and industrial land uses for the purposes of the environmental impact analysis. These amendments were incorporated into the June 2005 Draft Land Use Map and June 2005 Board Alternative Map.

¹ For additional information on residential property referrals, see September 24, 2003 (1) staff report to the Board of Supervisors.

PURPOSE OF PLANNING COMMISSION HEARING

The purpose of this hearing is to receive direction from the Planning Commission on a Circulation Element (CE) road network that is needed to support future land use development within the unincorporated County, and to establish a framework for CE road standards. Planning Commission direction is also needed for the proposed August 2006 Draft Land Use Map, which includes modifications made to the June 2005 Draft Land Use Map needed to balance land use with circulation plans.

After describing countywide proposals, subsequent sections of the staff report define community-level recommendations, the proposed CE framework, and the planning process used to prepare staff recommendations.

COUNTYWIDE PROPOSALS

The CE road network map is a fundamental component of the Circulation Element. It identifies County roads and State highways that form the regional backbone of a network providing vehicular movement within and between communities. State Freeways are also part of the CE road network map. In addition to traffic volumes, the proposed network addresses the relationship between the road network and its surrounding land use patterns.

The Proposed CE Road Network, which was developed for the August 2006 Draft Land Use Map, is illustrated in Attachment A at the sub-regional level and in Attachment C at the community level. An alternative road network, called the Board Map Network, was developed for the August 2006 Board Alternative Map. It is illustrated in Attachment C at the community level.

STATE REQUIREMENTS

The Circulation Element is one of the seven state-mandated elements the County must include in its General Plan. California state law requires that a Circulation Element have a direct correlation with the Land Use Element. One important objective of the GP2020 road network planning effort, therefore, was to develop a road network that can adequately support land uses noted on the August 2006 Draft Land Use Map and the June 2005 Board Alternative Map at build-out.

REGIONAL CE NETWORK

This section of the staff report describes the proposed road network and answers key questions about its level of service, its potential costs, and its ability to meet project objectives. This section also describes traffic-related land use changes, and it identifies complex circulation and land use issues that emerged during the road network planning process.

Physical Description

The proposed CE network includes more than 3,800 lane miles of County and State roads. Some of that network is built today, while the remainder will need to be constructed to support build-out of the August 2006 Draft Land Use Map. Maps located in Attachment A illustrate the Proposed Road Network for GP2020, showing general road alignments and road types (two, four or six lanes) for both State and County facilities. The size of freeways is not indicated. Maps that identify specific road classifications for both the Proposed Road Network and Board

Map Network are described in Attachment C, which contains the more detailed community level recommendations.

Draft Land Use Map Network

The number and type of roads varies dramatically between Backcountry communities, where the road network is primarily a collection of two-lane roads, and North or East County communities, which contain a dense network of two, four and six lane roads. In Backcountry communities, CE roads are primarily State highways that often connect widely spaced villages and are a critical component of the circulation plan. In North and East County communities, the County arterials also support higher intensity residential, commercial and industrial development within each community.

The proposed CE network enables the County to reserve right-of-way for major road improvements to State facilities. Planned improvements in the SANDAG Regional Transportation Plan (RTP) include SR-76 in Fallbrook, SR-67 in Lakeside, and Highway 94 in Valle de Oro and Jamul/Dulzura. With one exception, the only freeway improvements included in the GP2020 traffic model are programmed in the RTP. Improvements to Interstate-15 from Riverside County to SR-78 were assumed in the forecast model to fill a gap left between the twelve-lane facility planned in Riverside County and the twelve-lane facility planned for San Diego County south of SR-78. In order to keep commuter traffic from congesting nearby County roads, staff widened I-15 from eight to twelve lanes. The additional four lanes on I-15 are not currently programmed in the RTP.

Board Map Network

The Board Alternative Map generates more traffic throughout North County communities, as well as specific East and Backcountry communities, because it contains higher residential densities and more intensive commercial uses. The proposed alternative road network contains about sixty additional lane miles to support build-out of the land use plan.

In most cases, the additional traffic generated by the Board Alternative Map did not exceed the capacity of nearby roads or trigger changes to the proposed CE network. Differences between the two maps that did generate changes are primarily located in communities where land use modifications were needed to balance the Draft Land Use Map. For example, SR-94 was widened to four lanes in Jamul/Dulzura, and a portion of Woods Valley Road was widened to four lanes in Valley Center. In Rainbow, Old Highway 395 was retained at four lanes to accommodate more intense commercial development.

Level of Service (LOS)

The capacity of a road network to accommodate traffic is based on the classification of individual roads and on connections established between roads. The County's CE network should accommodate traffic generated from within the unincorporated County as well as traffic flowing in from surrounding cities, counties and Mexico. Providing sufficient road capacity on County roads and State highways is an objective measured using level of service, or LOS, standards.

The forecast LOS for the proposed road network is illustrated on maps in Attachment A, which reveal the ability of each road to accommodate forecast traffic volumes in the year 2030². LOS

² Traffic forecasts were conducted for the year 2030, which is a region wide standard.

standards range from A through F, with LOS A representing free traffic flow and LOS F representing a high level of traffic congestion within the system³. LOS standards differ for County and State facilities, and those differences are reflected on all LOS maps produced for this report. Whereas the County uses an Average Daily Traffic (ADT) measurement, the State uses peak hour standards.

*LOS A (top) and
LOS F (bottom)*



The target service level for GP2020, LOS D or better, is consistent with levels established by most incorporated jurisdictions within the San Diego region. LOS D was established as the threshold capacity for all CE road classifications, which is the point where forecast service levels change from LOS D (meets the target) to LOS E (does not meet the target)⁴. In limited circumstances, however, a forecast LOS E/F was accepted when road widening or new road construction was constrained by existing development, environmental resources, or other conditions (see Attachment F).

Forecast Summary

In the year 2030, the proposed CE network will meet the desired level of service on 90% of all County roads and State Highways. When freeways are included, only 86% of the network will operate at LOS D or better. The number of lane miles that will operate at LOS E/F in the year 2030 is substantially more than the number of lane miles operating at LOS E/F in the year 2000. The criteria used to accept LOS E/F for a particular road, and how those criteria were applied, is described later in the staff report.

As Table 1 illustrates (see next page), most roads that operate at LOS E/F in the year 2030 are State freeways such as I-5, I-15 and I-8. Most State highways, by contrast, should operate at target service levels if built to their planned capacity. North County communities located west of I-15 will experience more traffic congestion than other communities. One of the primary reasons for added traffic congestion in North County communities are the 246,000 daily commuters from Riverside County who will use those roads to reach the region's job centers in the year 2030. For a full description of LOS E/F conditions by community, see Attachment C.

³ Appendix G: Technical Information contains illustrations and a detailed description of level of service measurements.

⁴ Different levels of LOS F are based on the volume to capacity ratio. Ratios that exceed 2.0 indicate that traffic queues will be generated because forecast volumes are twice the capacity for that road (see Attachment G).

⁵ The number of freeway lane miles at LOS E/F will increase substantially over the figures presented in Table 1 if four additional lanes are not constructed for I-15.

Table 1: LOS E/F Roadway Miles

Year 2000						
<i>Facility Type</i>	<i>North County</i>	<i>East County</i>	<i>Back-country</i>	<i>Subtotal</i>	<i>% LOS E/F Roads</i>	<i>% All CE Roads</i>
Freeways	1.7	14.4	0	16.2	6%	0%
State Highways	12.3	51.8	0	64.0	25%	2%
County Roads	99.5	73.1	0	172.6	68%	5%
Total	113.5	139.3	0	252.8	100%	7%

Year 2030						
<i>Facility Type</i>	<i>North County</i>	<i>East County</i>	<i>Back-country</i>	<i>Subtotal</i>	<i>% LOS E/F Roads</i>	<i>% All CE Roads</i>
Freeways	209.1	42.9	0	252.0	39%	5%
State Highways	40.7	93.7	4.9	139.3	22%	3%
County Roads	172.3	76.9	0	249.2	39%	5%
Total	422.1	213.5	4.9	640.5	100%	13%
% LOS E/F Roads	66%	33%	1%	100%		
% All CE Roads	9%	4%	0%	13%		

Level of Change

Maps for each community, located in Attachment C, illustrate how the proposed GP2020 CE network compares to the Existing General Plan. These Changes to Current CE Network maps show that a large number of roads will either be downgraded or deleted for GP2020. One reason is that the currently planned CE network in Backcountry communities is no longer needed to support the reduced residential densities planned for GP2020. In East and North County communities, the proposed CE network relies heavily on the network of roads already planned within the Existing General Plan. Even within those communities, however, some reductions were made to the currently planned CE network.

In most cases, newly proposed CE roads are limited to communities that lack a well-developed circulation network today. One example is Valley Center, where new roads are being planned to support town center development and to better connect the community to regional arterials. Adding new roads to the existing CE network was particularly difficult because of existing development, steep terrain, and environmental constraints.

The Changes to Current CE Network maps also show minor downgrades or minor upgrades to CE roads. Whenever possible, staff relied on minor upgrades to existing two-lane roads (such as dedicated turn lanes) rather than increasing planned capacity with four or six-lane roads. For the Board Alternative Map network, additional road capacity was only added when the additional traffic triggered a *new* LOS E/F condition within a particular community.

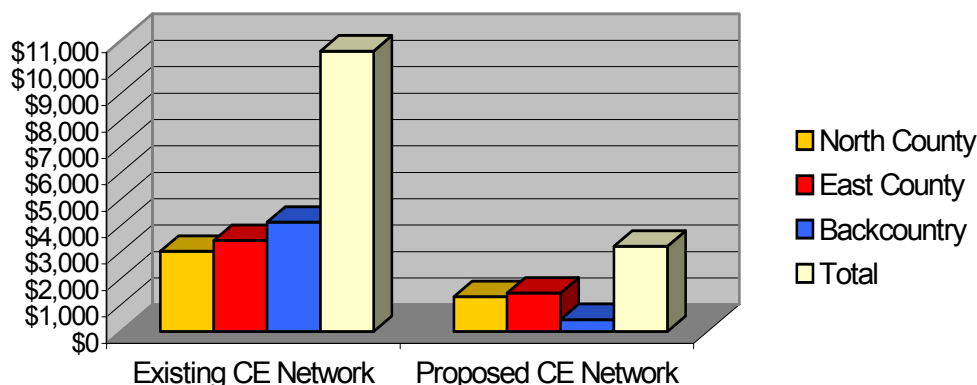
Cost Estimates and Comparisons

Cost estimates, illustrated on the following page, demonstrate that the Proposed CE Network for GP2020 represents a significant cost savings when compared to build out of the Existing CE Network. As shown in Attachment H, cost estimates for the Proposed CE Network are \$7.4 billion less than cost estimates for the Existing CE Network. That represents a total savings of

300%. Although future cost reductions are particularly strong in Backcountry communities, substantial cost reductions were also identified in North and East County communities.

Figure 1: Cost Estimate Summary (\$Millions)

Source: Wilson & Company



Cost estimates were produced to provide a method for comparing existing and proposed plans, and they demonstrate that GP2020 land use distribution patterns will reduce future public (and private) costs to build roads throughout the unincorporated County. As expected, road construction costs will be much lower in Backcountry communities than for North and East County communities – where residential, commercial and industrial growth is planned.

Table 2: Cost Estimate Comparison for State/County Facilities

Source: Wilson & Company

Existing General Plan

Subregion	Cost Estimate (\$Millions)		
	State Roads	County Roads	Total
North County	\$774	\$2,264	\$3,038
East County	\$1,011	\$2,434	\$3,444
Backcountry	\$2,144	\$1,999	\$4,143
Subtotal:	\$3,928 M	\$6,696 M	\$10,624 M

GP2020 Network (Draft Land Use Map)

Subregion	Cost Estimate (\$Millions)		
	State Roads	County Roads	Total
North County	\$217	\$1,102	\$1,319
East County	\$353	\$1,111	\$1,464
Backcountry	\$223	\$233	\$457
Subtotal:	\$793 M	\$2,446 M	\$3,239 M

Cost estimates for the Board Map Network are \$3,740 million, or \$501 million higher than the Proposed Road Network. It is important to emphasize that cost estimates are provided for comparison purposes and do not reflect actual construction costs. The cost estimates include

most planned improvements to County roads and State highways, but exclude freeway improvements⁶. Also excluded from the cost analysis are minor road improvements, such as dedicated turn lanes and passing lane options. Finally, the cost estimates are based on average costs per lane mile, while actual construction costs depend on a more detailed assessment for right-of-way requirements, relocation and/or land acquisition costs, topography, and environmental mitigation.

Evaluation of the Proposed Circulation Element Network

The CE road network was prepared using planning criteria developed for GP2020, and this section evaluates whether the proposed plan meets those objectives. The proposed CE network represents a balanced approach to road network planning that successfully met the following objectives:

- **Objective 1: Provide sufficient road capacity.** The recommended CE network provides adequate capacity to meet forecast demands on 90% of all County roads and State highways in the year 2030. Except for specific situations where other project objectives were weighted more heavily, the overall road network meets anticipated demand by planning road improvements or by providing alternate routes for congested areas.
- **Objective 2: Improve connectivity within the region.** The recommended network improves connectivity by planning new roads or by removing impediments to local road connections. In particular, connectivity was improved in communities like Fallbrook, Valley Center, Ramona, Alpine, and Lakeside.
- **Objective 3: Support GP2020 Land Use Goals.** The recommended network supports General Plan 2020 land use goals by reducing infrastructure in rural areas and backcountry communities where road capacity is not needed to accommodate future traffic. Conversely, local road networks were retained or improved within villages or communities where growth is planned. Another method of supporting GP2020 land use goals was met by creating new CE road standards for urban, suburban, and rural locations and by applying those standards to appropriate locations within each community.
- **Objective 4: Minimize Environmental Impacts.** Proposed CE roads in environmentally sensitive or physically constrained areas were considered for deletion, downgrading or realignment. An example is Wildcat Canyon Road in Lakeside, where road widening is constrained by steep topography and environmentally sensitive areas. New CE roads with lower design speeds and reduced ROW requirements are an option for reducing the amount of grading required for roads in rural or scenic areas.
- **Objective 5: Build Consensus:** GP2020 staff worked closely with each community to produce solutions that meet both community and project goals, and Planning and Sponsor Groups support the vast majority of the road classifications in the proposed CE network.⁷ In addition, the proposed CE framework is supported by the Steering Committee and is generally supported by developer and environmental group representatives. Finally, preferences of neighboring jurisdictions were considered and, when appropriate, incorporated into staff recommendations.

⁶ Comparisons are not possible because the number of freeway lanes and interchanges are not specified in the existing Circulation Element network. However, freeway cost and funding issues are addressed in Attachment G.

⁷ The level of community support is summarized in Attachment C for each community.

- **Objective 6: Reduce Public Costs.** At plan build-out, the Proposed Road Network costs \$7,394 million less than the existing CE network for County roads and State highways (\$6,908 million less for the Board Map Network). New roadway classifications also enable the County to fully utilize road improvements to increase road capacity. Proposed land use modifications minimize public costs by reducing commercial acreage that is not needed to support the future population. Proposed land use changes in Tecate, for example, will substantially reduce future road construction costs for Highway 94.

PROPOSED LAND USE MODIFICATIONS

Once the June 2005 Draft Land Use Plan was modeled for road deficiencies, staff first attempted to balance the traffic generated by the land use plan with road improvement solutions. Only when tested alternatives failed to resolve forecast traffic congestion were land use changes considered. Proposed land use modifications are reflected on the August 2006 Draft Land Use Map, but were not incorporated into the Board Alternative Map.

Land use changes are proposed in discrete locations within seven communities (Alpine, North County Metro, Lakeside, Mountain Empire, Rainbow, Valley Center and Valle de Oro) to help resolve traffic congestion on SR-94, Alpine Boulevard, Deer Springs Road, and other County roads or State highways. As described in Attachment C, most of the changes reduced or modified commercial use because it generates far more traffic than residential development⁸.

Countywide, the proposed changes generate less than a 1% reduction in the amount of commercial or industrial land proposed for GP2020. Staff discussed all land use changes with each affected Community Planning and Sponsor Group, and community representatives endorsed the vast majority of the proposed modifications⁹. All affected landowners were notified via mail about changes incorporated into the August 2006 Draft Land Use Map.

OUTSTANDING ISSUES

Original traffic modeling tests, which used only Caltrans road improvements in the SANDAG 2030 Regional Transportation Plan (Reasonably Expected Scenario), demonstrated that additional Caltrans road improvements will be needed to balance the County's road network. Specifically in North County, substantial upgrades to I-15 from Riverside County to SR-78 will be needed by 2030 to I-15 to avoid overflow onto County roads. Other affected communities include Lakeside (SR-67) and Valle de Oro (SR-94). Non-RTP programmed Caltrans road improvements total \$1.4 billion and are identified in each community matrix in Attachment C and are summarized in Attachment G. A cost breakdown is provided in Attachment H.

A related issue is SANDAG model assumptions about traffic coming into the unincorporated County from Riverside, Orange and Imperial Counties as well as Mexico. Commuter trips from Riverside County substantially outweigh other traffic impacts from neighboring jurisdictions, and increase by 14% from 2020 to 2030, to a forecast high of 246,000 average daily trips. This increase reflects an imbalance in jobs to housing in San Diego County. SANDAG is currently in the process of updating the RTP. County staff will coordinate with SANDAG and Caltrans staff to address the needed I-15 improvements.

⁸ See Attachment G for information on the average daily trips associated with different types of land use.

⁹ Although the Alpine CPG approved most changes, they did not support reductions to industrial use. The Tecate Sponsor Group did not act on proposed land use changes prior to the docket date for this report.

Casino-generated traffic is the final outstanding issue. Gaming contracts between tribal governments and the State of California allow for the development and expansion of casino-related facilities. SANDAG traffic forecasts are based on trip generation identified in the County's 2003 Tribal Gaming Report or on information obtained through EIR documents received by the Department of Public Works (DPW) prior to GP2020 traffic modeling. The amount of future casino expansion is unknown and it remains speculative until the tribes announce expansion plans. However, it is likely that growth will take place on most reservations.

In order to address this problem, staff proposed retention of wider rights-of-way along SR-76, which is the primary route to the Pala, Pauma and Rincon gaming facilities in North County communities. Expansion of tribal gaming facilities in Alpine will require improvements to I-8 and to interchanges in Alpine. Traffic and other impacts associated with potential expansion of tribal gaming facilities within the unincorporated County will be examined in the cumulative impacts section of the GP2020 EIR.

COMMUNITY LEVEL PROPOSALS

CE road network solutions were developed closely with individual Community Planning or Sponsor Groups, and they reflect each community's unique land use patterns, preferences, existing road network, and physical or environmental constraints. Although staff attempted to coordinate the addition of new CE roads with ongoing development projects, some potential routes were eliminated by ongoing projects during the planning process.

Attachment C contains a detailed description of proposed CE road networks for each community. Each section contains an overview, detailed tables, and maps that illustrate the following information:

- Proposed CE road network (includes level of consensus)
- Level of Change (GP2020 versus Existing General Plan)
- Level of Service Forecasts for 2030
- Existing / CIP Network

Where applicable, community summaries also include proposed land use modifications for the August 2006 Draft Land Use Map that are recommended to balance GP2020 land use and circulation plans.

NORTH COUNTY COMMUNITIES

A strong CE road network will be needed to support future growth in most North County communities. Nevertheless, some mapped CE roads were deleted or downgraded, producing a net decrease of new or improved roads¹⁰ when compared to the Existing General Plan.

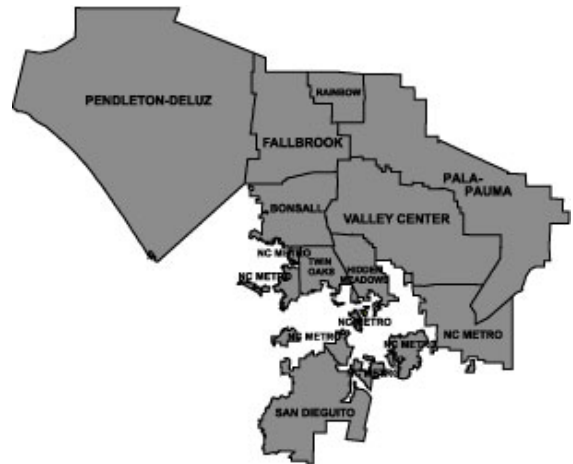
Primary Issues

The following issues were addressed and resolved during the planning process:

¹⁰ The Proposed Road Network contains about 312 fewer new lane miles of State Highways and 844 fewer new lane miles of County roads, than the Existing General Plan.

- Riverside County Commuter Traffic: In order to plan North County roads, staff modeled I-15 at 10 plus 2 (HOV) lanes (four additional lanes) from the Riverside County border to SR-78 to minimize traffic congestion throughout North County communities produced by interregional traffic. In addition, Gopher Canyon Road in Bonsall and Deer Springs Road in North County Metro were sized to handle regional traffic forecast. The additional I-15 lanes will need to be incorporated into the SANDAG RTP in order to be officially recognized as a planned regional 2030 improvement.

- State Route 76 (west): The high demand for east/west traffic west of I-15 cannot be accommodated fully by SR-76 because road widening would impact the San Luis Rey River. The proposed classification is consistent with the Caltrans concept plan, which widens SR-76 to six lanes west of South Mission Road and to four lanes between South Mission Road and I-15. Although traffic forecasts show that this expanded route will still operate at LOS E/F in some segments, enough excess capacity is available on a parallel route (Gopher Canyon Road) to accommodate traffic demand.



- State Route 76 (east): Although a short segment of SR-76 is classified at four lanes east of I-15, tests show that a two-lane road will accommodate forecast traffic levels. Future expansion of the existing North County casinos, which are located along or off of SR-76, may require a four-lane road. Therefore, a wider right-of-way will be retained for SR-76 and potential for casino expansion in North County will be studied in the GP2020 EIR cumulative impacts scenario.
- Old Highway 395: This roadway was classified as a two-lane road in the northernmost areas of the County to avoid developing a route parallel to I-15 that would be used primarily by inter/intraregional commuters. However, Old Highway 395 was classified as a four-lane road when needed to accommodate traffic generated by planned commercial development or collected from County roads.
- Valley Center Network – This community's current CE network cannot accommodate forecast traffic levels. The community would like to retain or add two-lane roads, where feasible, rather than widening roads to four lanes. New roads were added to the community's CE network to increase Valley Center's overall road capacity, and land use modifications were also needed to improve levels of service in specific locations.
- Roads in Villages – CE roads located within existing or planned town centers in Fallbrook, Valley Center and San Dieguito were either removed from the CE network or were reclassified to a standard with a lower design speed to ensure consistency with land use objectives. In Pala Pauma, an extension of Cole Grade Road is recommended to support existing or planned development within the rural village.
- Rural Roads – Rural road standards were applied to CE roads located in physically constrained areas that do not carry high levels of forecast traffic volumes.

With a few exceptions, a high level of consensus was obtained for the proposed CE network in North County communities. The primary exceptions are Twin Oaks, where residents want to downgrade or delete most CE roads, and Hidden Meadows, where residents are concerned that heavy traffic will create congestion at the I-15 interchange and within their community.

Outstanding Issues

Four outstanding issues were not addressed in the countywide summary:

- Las Posas Road: This road connection would primarily benefit regional traffic movement, and it is not needed to serve traffic generated within the Twin Oaks area. The Las Posas Road extension, however, would aid in reducing traffic volumes on portions of Buena Creek Road and Twin Oaks Valley Road (in San Marcos). Also, it is part of the SANDAG Regional Arterial System and the North County Parkway Plan. Because this road connection primarily benefits regional traffic movement, it would be appropriate for the County to coordinate future road construction funding with the City of San Marcos.

It will be difficult to build the Las Posas Road extension without impacting the MSCP preserve. Staff's recommendation is therefore conditioned as follows: (a) the road should be classified as a two-lane CE road, (b) it should be aligned to the eastern side of the stream, and (c) the planned MSCP preserve should be retained.

- Deer Springs Road – The proposed road classification (six-lane arterial) for Deer Springs Road is based on the need to accommodate high forecast traffic volumes produced by regional traffic. This road is also part of the SANDAG Regional Arterial System and the North County Parkway Plan. It attracts regional traffic seeking alternate routes to the western/coastal San Diego region when I-15 and SR-78 are congested.

Both topographic and environmental (archaeological, biological) constraints may limit road widening for Deer Springs Road to four lanes. Also, the Twin Oaks Sponsor Group does not support a six-lane road because that size of facility would impact the rural character of Twin Oaks. If these problems cannot be resolved and/or mitigated, Deer Springs Road may need to be constructed as a four-lane facility that operates below the LOS target.

- Valley Center Connection to I-15: Future growth in Valley Center requires new routes to regional arterials, especially I-15, and the proposed CE network improves connections in several ways. The Valley Center road connection (SC 990) will provide an alternate route for Valley Center residents to/from I-15 and alleviate future traffic congestion on roads that provide access to I-15. Without the SC 990 connection, roads such as Valley Center Road, Old Castle Road, and Lilac Road will likely experience higher levels of traffic congestion in the year 2030.

The connection from Valley Center to the Hidden Meadows interchange will increase traffic on Mountain Meadows Road. It also appears to create an alternate route for casino traffic that increases congestion on some Valley Center roads. Because this connection traverses land with steep slopes, it will be costly to construct and will divert traffic from existing routes, such as Valley Center Road.

- San Dieguito Roads: With the exception of 4S Ranch and Harmony Grove, most residential and commercial areas in San Dieguito will experience high levels of traffic congestion.

Rather than widening primary east/west arterials, such as Del Dios Highway and San Dieguito Road, the community elected to utilize a high-capacity two-lane road standard. There were numerous constraints to widening existing roads or building new roads in this planning area, including strong community opposition to four-lane roads because of potential impacts to community character within a State designated historic district.

EAST COUNTY COMMUNITIES



A high level of consensus was achieved in East County communities for this phase of GP2020. However, Ramona residents expressed a preference to retain roads within the Ramona Grasslands and to retain several four-lane roads that traffic forecasts demonstrated were not needed to support the land use plan. Other communities chose to develop a balanced network of roads that, in most cases, was consistent with GP2020 mapping criteria.

Although most proposed CE roads within East County communities will operate at acceptable levels of service, in a few cases (Wildcat Canyon Road and Alpine Boulevard) low service levels were accepted when road widening or new road construction was deemed infeasible because of physical or environmental constraints.

Primary Issues

Many issues were addressed during the planning process for East County communities:

- Casino Traffic: Casino traffic affects Crest / Dehesa, Lakeside and Alpine. In each case, new road construction will be needed to accommodate future traffic.
- SR-54 in Spring Valley/Valle De Oro – County staff recommends that the Caltrans SR-54 regional freeway in Spring Valley and Valle de Oro be deleted from CE maps. That recommendation is based on a lack of institutional and funding support by Caltrans, along with topographic and biological constraints along the existing road alignment. This recommendation is consistent with requests by community groups in Spring Valley and Valle de Oro.
- SR-94 in Spring Valley/Valle de Oro – County staff recommends that a segment of the Caltrans SR-94 / Campo Road corridor be upgraded to an expressway classification and the currently mapped SR-94 alignment be deleted from CE maps. That recommendation is based on very high forecast traffic volumes on SR-94/Campo Road between Jamacha Boulevard and Jamacha Road (90,800 ADT), along with topographic and biological constraints along the existing SR-94 alignment.

Although this recommendation is consistent with a request by the Valle de Oro Community Planning Group, this solution does not fully address projected significant traffic volumes and will present multiple technical challenges for Caltrans. Therefore, staff recommends that

alternatives be studied in the EIR that address the operational relationship of SR-54 and SR-94 and that identify the best feasible solution.

- SR-67 in Lakeside – Substantial upgrades are recommended for SR-67 (a Caltrans facility) and connecting local roads. The proposed solution provides a preferred route for Barona casino traffic, reduces traffic on Willow Road, and improves local roads within the town center.
- Land Use Modifications: Land use modifications were required in Tecate in order to retain Highway 94 as a two-lane road. Without these modifications, further road widening will be required on Highway 94 in Jamul/Dulzura and the Mountain Empire sub-region. In Alpine, land use modifications were required within a proposed industrial area to reduce forecast traffic congestion on Tavern Road and Alpine Boulevard.
- Sweetwater: Staff recommends a compromise solution that retains a four-lane network within western areas while downgrading the network to two-lane roads within the eastern side of the community in order to address resident's concerns.
- Fire Access Roads: Lakeside, Alpine, and Crest/Dehesa added secondary access routes for fire emergencies that will be located in community plans or within a proposed road network master plan.

Most East County communities were able to rely heavily on the CE network mapped in the Existing General Plan. In many cases, adjustments rather than major changes were required to produce a balanced road network for GP2020. Because land use densities were previously reduced within communities like Jamul/Dulzura, substantial road deletions or downgrades were possible in some East County communities for GP2020.

Outstanding Issues

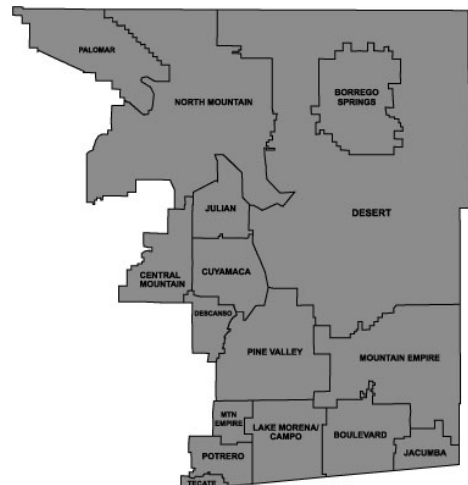
Countywide issues that most impact East County communities are un-programmed Caltrans roads (non-RTP) and casino traffic. Caltrans road improvements not included in the RTP include SR-67 and SR-94. Future casino construction or expansion may also require additional road improvements to the CE network in East County communities.

BACKCOUNTRY COMMUNITIES

A key benefit of reduced residential density in Backcountry communities is that over 350 lane miles of future road improvements were deleted from the Existing General Plan. Two examples are Montezuma Valley Road and Old Highway 80, which were reduced from four to two-lanes for GP2020. In fact, traffic forecasts show that a network of two-lane State/County roads will accommodate build-out of the August 2006 Draft Land Use Map in Backcountry communities.

Primary Issues

The following issues were addressed and resolved during the planning process:

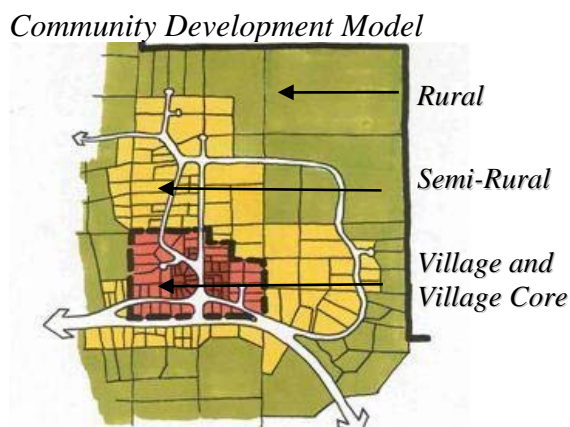


- Unbuilt CE Roads – CE roads that are mapped but not built (or not built to CE standards) were deleted or retained as local public roads when traffic projections demonstrated that a CE road was not required. Many of the unbuilt CE roads are located in physically and environmentally constrained areas or within State and Federal lands.
- Rural Road Standards – New road standards appropriate for Backcountry Communities were added to the toolbox of CE roads, and the character of rural roads will be addressed further in a Road Planning Design Manual.
- State Highways: State Highways form the primary routes connecting Backcountry communities. A wider right-of-way (using Caltrans standards) will be retained to provide flexibility for future road improvements.
- Maintaining Two-Lane Roads: Many roads were downgraded from 4 to 2+ roads, which means that dedicated turn lanes or other improvements will be used to improve traffic flow. These improvements increase capacity from 10,900 to 13,500 ADT.
- Tecate Traffic – Buildout of the Tecate land use plan produced traffic impacts on segments of Highway 94 in the Mountain Empire sub-region (and in Jamul/Dulzura). Because widening this road would be prohibitively expensive due to physical and environmental constraints, land use was modified in Tecate and Highway 94 should operate at an acceptable level of service.
- Village Centers: Commercial areas for most rural villages are located along CE routes, and often along State Highways. Whenever possible, road types appropriate for villages (slower design speeds, medians, etc.) were applied to road segments that support rural commercial uses.

There are no outstanding issues in Backcountry communities.

CIRCULATION ELEMENT FRAMEWORK

The proposed GP2020 CE network utilizes a new toolbox of CE roads, developed through the collaboration of Steering Committee representatives, Department of Public Works (DPW) staff, and GP2020 staff. The proposed framework includes new road classifications that offer more flexibility when selecting appropriate road types for different locations. A complete summary of the CE framework, including illustrations, is located in Attachment E. GP2020 Land Use Framework.



Circulation and land use are two related components of every community that help establish its character and function. Just as land use decisions take into account the road network accessing the site and its traffic volumes, road design should include elements and features that accommodate community needs and reflect the character of the area that the road traverses.

Proposed revisions to the County's CE roads provide a variety of road classifications that support land use

concepts developed for GP2020, which are summarized in the GP2020 community development model. The location guide in Attachment E includes recommendations on where different road classifications should be located, as well as preliminary information on how roads can be adapted for Villages, Semi-Rural and Rural Lands in a Road Planning Design Manual.

OVERVIEW

The proposed road standards include existing, modified and new road classifications. Proposed standards are arranged in a hierarchy that begins with roads that accommodate the greatest capacity (six-lane roads) to those that accommodate the least capacity (two-lane roads). In addition to road capacity, different CE road classifications are arranged by design speed, which impacts the geometry of a road. There are three basic groups of CE roads:

- Six Lane Roads: The capacity of six-lane roads ranges from 50,000 ADT for a Prime Arterial to 86,000 ADT for the Expressway. Expressways and the Prime Arterials accommodate high speed, high volume traffic and should be located outside of Villages and in areas with limited physical constraints. The primary difference between these two roads is that an Expressway has grade-separated intersections, while a Prime Arterial does not.
- Four Lane Roads: Two types of four-lane roads are proposed, Major Roads and Boulevards. The capacity of four-lane roads ranges from 25,000 to 33,400 ADT. Because the Major Road is designed to carry high speed, high volume traffic, its geometry must be flatter/straighter than the Boulevard. The slower design speed of a Boulevard, along with its wider area for pedestrian walkways, makes it the preferred choice for most four-lane CE roads located within a Village.
- Two Lane Roads: Two lane roads are highly favored by communities within the unincorporated County because they are associated with the rural character prevalent in many communities. As a result, the two-lane group contains many options for CE roads. Three categories of two-lane roads are proposed:
 - a. *Community Collectors* serve through-traffic and are most appropriate in rural areas with few physical constraints and little non-motorized traffic.
 - b. *Light Collectors* work well in most locations, with the exception of rural areas with physical constraints or villages with high pedestrian or other non-motorized traffic.
 - c. *Minor Collectors* are intended for villages, especially areas with pedestrian and non-motorized traffic. This type of road also works well in rural lands with steep topography and low traffic volumes.

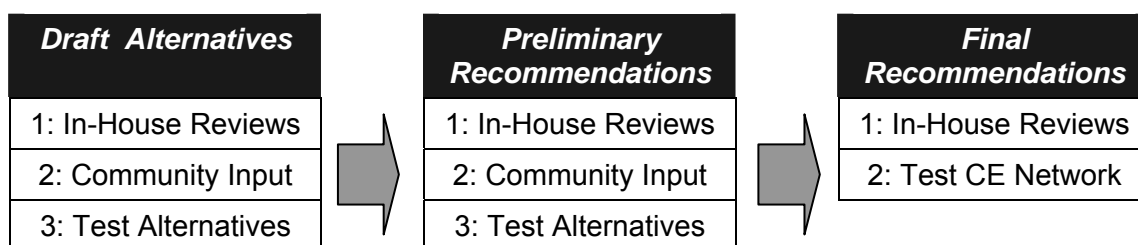
The primary difference between different two-lane road classifications is the design speed and width of the area outside the travel way (called a parkway) – which accommodates utilities, walkways, landscaping and trails. Each type of two and four lane roads offers a range of road improvement options – raised or depressed medians, continuous turn lanes, intermittent turn lanes, and reduced shoulders (in some cases). One version includes road improvement options and a wider right-of-way to provide maximum flexibility for future road improvements.

Some non-CE roads are being proposed at this time, although most of these roads will either be located on community plan maps or within a proposed Road Network Master Plan. They include Local Public Roads and Fire/Emergency Access Roads. Local public roads are County

maintained roads that primarily serve local commercial and residential uses. Local public roads will be retained on the CE network when used to connect two CE roads. Some non-CE roads were retained on community-level maps in this report to indicate that existing CE roads will be downgraded to a non-CE road. In other cases, they define the starting point for a new CE road classification or they were requested by community groups as emergency access roads. At the Steering Committee's request, staff prepared draft language for the definition of fire/emergency access roads, which is contained in Attachment E.

ROAD NETWORK PLANNING PROCESS

The road network planning process combined traffic modeling; exploring road network alternatives; in-house reviews with technical consultants, DPW and DPLU staff; and an extensive community outreach program. This iterative process resulted in a high level of community consensus for the proposed road network in most communities. In diagram form, the process worked as follows:



Community Outreach

All recommendations included in this report reflect public input received during the course of more than 100 public meetings or workshops held since May 2005 with Community Planning and Sponsor Groups. These meetings were designed to share information with community members on traffic model results, review staff recommendations and gather community preferences. Planning and Sponsor Group input, by community, is included in Attachment C tables and maps. Community preference is noted in each matrix item if there was some level of disagreement with staff recommendations.

In a series of three meetings, the Steering Committee reviewed proposed mapping criteria for CE roads, produced updated recommendations on draft Circulation Element policies, and reviewed staff recommendations on proposed changes to the CE Framework. The group was instrumental in providing guidance and suggestions, and as a result staff received strong support from community representatives on all items.

Planning Criteria

Planning criteria that were used to develop the proposed CE network are described in Attachment F. Staff and community representatives worked together to apply the planning criteria in a fashion that balanced projected traffic impacts, community preferences, land use issues, environmental constraints and public costs. When planning decisions were complex or controversial, staff identified the reasons for its decisions in each community matrix (Attachment C). In particular, decisions to accept LOS E/F roads were heavily influenced by State requirements and by the desired level of service. Staff relied on the following criteria for acceptance of LOS E/F roadways:

- Town center location: In some cases, staff recommended that a lower level of service be accepted in existing town centers where widening the road would impact existing businesses and pedestrian conditions within the town center. Examples include SR-67 in Ramona and Alpine Boulevard in Alpine. Whenever possible, staff identified alternate routes around the town center to ensure that vehicular traffic would be accommodated.
- Major Constraints: Significantly constrained roads are located in areas with steep topography and/or environmental constraints, where road widening is difficult and expensive. In these cases, the costs of road construction may not justify the resulting benefits. Examples include Wildcat Canyon Road and Del Dios Highway.
- Interregional Traffic: The road carries a high volume of traffic typically accommodated by State facilities. This situation primarily occurred in North County communities located west of I-15, which are heavily impacted by interregional traffic. In cases where a County road was parallel to a State facility, such as Old Highway 395, a wider right-of-way was retained but road improvements were scaled according to surrounding land uses. Some east/west routes, however, were widened to accommodate interregional traffic.
- Marginal Deficiency: For a small percentage of congested roads, typically located in developed communities like Lakeside or Spring Valley, the benefits derived from widening an entire road segment did not justify the costs and impacts to existing development. Examples include Julian Avenue in Lakeside and Apple Street in Spring Valley, where traffic congestion could be addressed with localized or specific traffic operation improvements. This justification also applies to small segments of congested road, which are best handled by operational improvements.

Acceptance of LOS E/F for a particular road will limit future land use changes that increase traffic congestion beyond the accepted levels. In addition, mitigation measures may be needed for areas with LOS E/F deficiencies, a subject that will be developed further during the EIR process.

Traffic Forecasts and Testing Alternatives

Traffic model forecasts provided a key basis for developing the GP2020 proposed road network. During the first phase of the planning process, staff used forecasts for build-out of the June 2005 Draft Land Use Map against the CIP¹¹ road network. Staff presented these traffic forecasts to community planning and sponsor groups, working with them to identify a preliminary community preference or, in some cases, a range of testing alternatives. Staff also developed one or more road network alternatives for testing in each community. Test results for those alternatives, which are illustrated in Attachment D, provided sufficient insight to recommend a proposed CE road network for most communities. To test its alternative road networks, the County relied on the following components:

- A customized SANDAG Series 10 transportation model (which included improvements to State freeways/highways defined in the SANDAG 2030 Regional Transportation Plan (RTP)).

¹¹ The CIP network includes existing roads plus construction projects in the County's five-year Capital Improvement Plan.

- County defined road network options.
- Land use forecasts for the June 2005 Draft Land Use Map and Board Alternative Map, and subsequent land use forecasts for the August 2006 Draft Land Use Map.

Specific assumptions applied to the GP2020 model are identified in Attachment G. Staff relied on traffic model results from the three CE network alternatives, as well as subsequent tests, to refine and substantiate staff recommendations. Final test results for the proposed CE network are illustrated in Attachment A, and more detailed test results are included in the Community Summaries, Attachment C. To produce the CE network for the Board Alternative Map, staff used SANDAG models to identify and upgrade new road segments that were LOS E/F for the Board Alternative Map.

Although computer modeling represents the best technique available to simulate future traffic patterns, the traffic model represents a very complex process and it deals with a large amount of data. Consequently, the traffic model was relied upon more heavily when traffic forecasts clearly indicated a road network deficiency. The forecast model was an important tool, but it was not the sole criteria used to make road network decisions.

Coordination with Outside Groups/Agencies

The County of San Diego worked extensively with various agencies when preparing the proposed CE network for GP2020. The City Planning Directors, tribal governments, the U.S. Forestry Service, and Caltrans provided the County with important information used when making circulation network decisions.

- Caltrans: County staff met with Caltrans representatives on several occasions to discuss traffic model forecasts, unprogrammed improvements, and significant planning issues. Caltrans staff was particularly interested in ensuring that the County reserves adequate right-of-way on State facilities. Specific planning issues discussed with Caltrans technical staff or managers included SR-67 in Lakeside, SR-94 in Valle de Oro, SR-76 in Fallbrook/Bonsall, and interchange improvements or new interchanges in various locations.
- SANDAG: County staff worked closely with SANDAG staff for more than a year to calibrate the traffic model and to test road network alternatives.
- City Planning Managers: County staff updated City Planning Managers representing eighteen incorporated cities within the County of San Diego during the road network planning process for GP2020. Several cities – Vista, Escondido, San Marcos, San Diego and Chula Vista – worked with County staff on future road developments for roads that traverse both County and City lands. Although efforts were made to coordinate proposed road classifications with those of neighboring jurisdictions, staff also relied on GP2020 traffic model results and planning criteria when preparing staff recommendations.
- Tribal Governments: In March 2006, an outreach meeting was held at the County of San Diego to update all tribal nations within the County on the status of GP2020. Twelve of the eighteen recognized tribal governments within the County were represented at this meeting, County staff also met with five interested tribes as part of SB18 consultations to discuss land use or road network planning issues in greater detail. Some tribes indicated an interest in funding road improvements for existing or future casino operations. In some cases, GP2020 staff met directly with tribal representatives to discuss specific road network planning issues.

- U.S. Forest Service: County staff presented the proposed CE road network to National Forests Service representatives, who requested that the road network provide both public and emergency egress to the national forests, while protecting sensitive natural resources. In response, minor adjustments were made to the CE network in Backcountry communities.

CE NETWORK: NEXT STEPS

Road networks provide the primary source of transportation in the unincorporated County, and Circulation Element maps and policies will describe that network. However, other important components of the circulation system, such as bicycle routes and trails (pathways), will be addressed in the GP2020 community plans. This section also describes several actions that will be needed (or that may be recommended) to implement the CE framework, maps and policies for GP2020.

COMPREHENSIVE PLAN

The following circulation components will be addressed within a proposed Road Network Master Plan or within GP2020 community plans:

- A comprehensive map that combines regional CE roads, regional trails (pathways) in the Trails Master Plan, and bike lanes in the Bicycle Master Plan.
- Fire/emergency access roads, which may be public or private roads.
- Local public roads needed for town center development.

A Road Network Master Plan would provide the most accurate source of detailed information on circulation network requirements. This map would be used by County staff, communities, and developers to more easily identify all required components of each community's circulation network.

IMPLEMENTATION ISSUES

In order to implement changes planned for CE roads within the unincorporated County, Department of Public Works (DPW) staff will need to revise its Public Road Standards based on the proposed CE framework. DPW staff will also need to update the existing Transportation Impact Fee, or TIF, based on an approved CE network for GP2020. Finally, the Department of Planning and Land Use (DPLU) is preparing a Road Planning Design Manual (see Attachment E) that will outline road design features that affect the visual character of public roads and that incorporate non-vehicular circulation (walkways, bike routes, etc.) into public roads.

The County will need to lobby the region for additional funds to construct or upgrade Caltrans road improvements that are not currently in the SANDAG 2030 RTP. SANDAG is currently in the process of updating the RTP, and County staff will coordinate with SANDAG and Caltrans staff to address the needed I-15 improvements within the 2030 RTP. The County should participate in region-wide discussions that impact housing capacity near job centers, as that will affect future traffic in North County communities.

In addition to the above activities, staff recommends that the County develop a comprehensive Road Network Master Plan that includes requirements for CE roads, local public roads, bike lanes and pathways (trails linked to roads). This document would provide the County with a

planning document that is more flexible than the General Plan and that may be a more appropriate mechanism to document detailed physical plans.

CONCLUSION

The Chief Administrative Officer (CAO) recommends that the Planning Commission accept two proposed GP2020 Circulation Element maps: one for the August 2006 Draft Land Use Map and the other for the August 2006 Board Alternative Map, along with the two referenced land use maps. The CAO also recommends acceptance of the associated CE framework and mapping criteria. These products are based on Board-endorsed planning concepts and on criteria developed specifically for circulation network planning as well as a detailed analysis of projected need and community recommendations. Finally, the CAO recommends that the Board direct staff to create a draft policy that will retain right-of-way for new or upgraded CE roads prior to project approval.

Next Steps

Staff will proceed with full development of GP2020 – Draft Regional Elements, Draft Community and Subregional Plans, and Draft Environmental Impact Report. Approved land use map refinements will be used to analyze potential impacts in the Environmental Impact Report. All products submitted for review during this hearing are subject to further refinements in response to issues identified in the road network planning and other future tasks and to future review by the Planning Commission as part of a complete package of GP2020 products.

Linkage to the County of San Diego's Strategic Plan

GP2020 is consistent with the County's Strategic Initiatives for Kids, the Environment, and Safe and Livable Communities. The proposed GP2020 CE network attempts to accomplish Strategic Initiative goals by planning infrastructure to support planned growth, services and jobs and by mapping roads or applying different types of roads based on characteristics of the land or by locations with a community. Improving mobility through appropriate road network planning enhances community livability. Providing additional road classifications improves design flexibility for roads in constrained areas and it provides road classifications that support pedestrian or other non-modal circulation within the County's communities.

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DEPARTMENT OF PUBLIC WORKS

AUTHORIZED REPRESENTATIVE:



GARY L. PRYOR, DIRECTOR

ATTACHMENT(S)

Attachment A	Regional Circulation Element (CE) Maps
Attachment B	Regional Land Use Maps
Attachment C	Community Summaries, Maps and Matrices
Attachment D	CE Network Alternatives
Attachment E	CE Framework
Attachment F	Planning Criteria
Attachment G	Technical Information
Attachment H	Cost Estimates and Funding Sources

Note: Attachments will be available to the public at the Board of Supervisor hearing, the Clerk of the Planning Commission office, the Department of Planning and Land Use, and the GP2020 website: <http://www.sdcounty.ca.gov/cnty/cntydepts/landuse/planning/GP2020/index.html>.

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